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MEMORANDUM FOR: Deputy Director/Intelligence

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

In commenting on the subject Survey we are confining our discussion to those portions that have some direct bearing on DD/I interests and, in particular, on recruitment and training of ORR personnel and to related problems.

In view of the prominence afforded ORR in discussions under Section F. 4., "Training the Specialist Professional Officer," we feel obligated to respond to some of the rather questionable statements made therein and elsewhere in the Survey. Possibly the emphasis placed on ORR's experience stems from the fact that its senior officers have given much thought to the question of training and evolved some time ago a general policy for providing the training that is more directly beneficial to ORR's professional personnel in terms of their assignments.

Personnel engaged in economic research broaden their skills by advanced academic study sponsored by the Agency's external training program. Others take internal training in languages and such subjects as statistical methods and report writing. The rationale here is not "aid for the marginal performer" but rather the attainment of excellence. Other assignments, particularly within the Geographic Research Area, have called for enrollment in the Agency's Evasion and Escape course and in the Operations Familiarization course. ORR personnel proceeding to foreign posts on permanent assignment are frequently enrolled in the Operations Familiarization course, as well as the orientation courses designed for travelers abroad. Admittedly, few have taken Agency courses in basic tradecraft or clandestine methods and techniques.

In fact, the accusation that ORR expects to do without "training in intelligence" implies the author's concept of such training as predominantly in the field of "tradecraft." The production of intelligence, particularly national intelligence, is a task of "intelligence" that calls for professional intelligence officers with a solid foundation of skills in interpretation and exercise of judgment that comes from mastering the essential tools and concepts of one or more of the established professions. It is for this reason that our

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

training concepts may appear to some to have academic overtones. We have taken advantage of external advanced academic training; encouraged participation by ORR people in the activities of their professional societies; and promoted any means by which the quality and scope of our professional activity could be made known among those outside of government whose support we need as consultants and advisers or as lead sources for Agency recruitment. All of these approaches are of many years standing.

In our opinion, the Survey as a whole is oriented very largely toward the DD/P, and to a lesser extent the DD/S. This is understandable because much of the training required by these major components involves instruction in clandestine operations and technical skills for which necessary courses have had to be specifically maintained or developed within the Agency to meet known requirements. In discussing the role of the "generalist" as opposed to the "specialist" the Survey concludes that both should have the same basic intelligence training before embarking on a productive assignment in the Agency. According to the Survey, the Agency's experience has been that the "generalist" can undertake a specialized CIA program of training in intelligence which will enable him to perform in "intelligence" anywhere. This may be true with respect to DD/P assignments, but we feel that the evidence in production components of the DD/I area is insufficient to support such a conclusion. Those JOT's assigned to ORR in the past have acquitted themselves extremely well in carrying out their assignments. They were bright to begin with and those assigned to economic research not only learned the necessary foreign languages but also took substantial economic training.

Let us make very clear that we recognize advantages in obtaining some training in many of the aspects of the total intelligence business which the Survey states as adding up to the "profession of intelligence." Our needs for recruitment of able individuals who are adaptable to research and to the production of intelligence are great enough to justify the full use of both the Economic Research Area's recruitment program and also the expanded JOTP recruitment effort. Consideration should be given to a cooperative approach where the JOTP consultants at academic institutions will keep DD/I requirements in mind and where the academic lead sources utilized in the Economic Research Area recruitment program will keep a lookout for suitable recruits for the JOTP. (To a degree this is being done now.) Instruction for several weeks including study of international communism at Headquarters and Operations Familiarization at [REDACTED] under the JOTP would be of undoubted value to DD/I nominees and should also, as appropriate, be scheduled for some additional recruits obtained through the Economic Research Area's program of recruitment.

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SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Perhaps the most startling statement in the Survey is on pages 99-100 which reads, "If the economist is not to have professional training in intelligence, and if the Agency cannot find a way to recruit and hold him for career purposes, then the DD/I may well be advised to contract for his economic analysis with an outside organization in the sense of the Rand Corporation..." This casual judgment is, I believe, a reflection of an apparent lack of understanding of the scope and nature of ORR's economic intelligence mission and probably originated from a remark, taken out of context, made by a senior economic officer of ORR who merely wished to emphasize the difficulties of recruiting and holding the better professionals in the current competitive market; research organizations operating under contract are known to be very flexible with respect to salaries and other inducements. This would not be a solution. The DD/I and the intelligence community as a whole would lose much if the DD/I were to contract with the Rand type of organization for the economic intelligence research needed by CIA. There would be many disadvantages, including much higher cost and no possibility of intimate, day-to-day, working relations with ONE, the Estimates Board, OSI, OCI, DD/P and the rest of the community.

Comments on specific recommendations and statements in the IG's Survey follow:

Page 24 - Recommendation: "The Directors of Personnel and Training together with representatives from operating components take a fresh look at the over-all problem of clerical usage and make recommendations for a more effective system. This should be followed by an OTR reassessment of the clerical training program."

Comment: The problem of clerical usage cannot be divorced from the Agency recruitment philosophy and the caliber of the clericals employed. We believe that the clerical salaries of the Agency are adequate to attract girls with college training who would have interest in and could be assigned to a far wider range of tasks than most of the current clerical staff. This is not to suggest that the Agency should discontinue recruitment of high school graduates. A more careful clerical placement and training program consistent with the intellectual capability of the clerical and her planned assignment would go a long way toward improving our current problem of clerical usage. The requirement found in large business firms for stenographic skills is the exception rather than the rule in an intelligence organization such as ours.

Page 32 - Statement: "The DD/I with its pronounced orientation towards the academic professions has not yet come to grips with the issue of training in intelligence for its professional specialists."

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Comment: This is not a recommendation but we believe the statement is not true for ORR. The first issue would seem to be what is meant by "training in intelligence." For example, the Economic Research Area of ORR certainly has a clear-cut training doctrine encompassing those elements considered essential for assignments in ORR. The Survey made reference to this doctrine on page 93. We agree that the portion of this doctrine relating to fields generally covered by internal CIA intelligence training is not as broad as the training of professional DD/I personnel envisaged by the Survey would require. We believe such additional training would be useful but not essential to those professionals in both the Economic and Geographic Research Areas of ORR, who, in most cases, will spend their Agency career within the intelligence production components of the DD/I area.

Page 52 - Recommendation: "The DTR confer with the Commanding Officers of the Army and Air Reserve units to see if more practical reserve training, e.g., International Communism, could be handled by OTR for the reservists."

Comment: We feel this recommendation has merit. Although such training would presumably be limited to only those professional personnel who are reservists, it would provide an opportunity to further enhance the qualifications of such personnel for Agency assignments.

Page 71 - Recommendation: "(1) DCI issue instructions that Agency Regulations be amended by adding new provisions (a) directing the Deputy Directors to identify the categories of employees for whom specified degrees of language proficiency are required and to tie these standards of proficiency into promotion practices, and (b) directing the Deputy Directors to identify those positions, or that proportion of positions, in each overseas station that may be filled only by individuals who possess, to the degree specified, the language commonly used in the general area of that station."

Comment: We would envision no difficulty in complying with these recommendations if they were accepted. They describe fairly closely the current practice in ORR. Agency regulations prescribing procedures for setting forth standards of language proficiency in connection with qualifications for promotion for concerned categories of personnel would help to standardize and systematize our present informal ad hoc procedures.

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Page 71 - Recommendation: "(2) DCI issue instructions that Agency Regulations be further amended to make language proficiency testing, according to Agency standards, mandatory for all employees who are required to have language skill."

Comment: We concur in this recommendation.

Page 71 - Recommendation: "(5) The Deputy Directors take such measures as may be necessary to cause all staff employees under their jurisdiction who claim language competence to submit to the Office of Training tests at the earliest practicable moment."

Comment: This recommendation appears to be included primarily to assure compliance with pertinent provisions of CIA R 25-115.

Page 75 - Recommendation: "The DD/P, as well as the DD/I and DD/S, strongly recommend to their division chiefs, assistant directors and other senior officers that they familiarize themselves, through attendance thereat, with the contents of the Introduction to Overseas Effectiveness course."

Comment: This course would no doubt be of interest to DD/I senior personnel. ORR senior officers should gain insight from such a course with respect to questions in the field of overseas TDY and PCS assignment of ORR personnel.

Page 92 - Recommendation: "(a) The DCI establish as Agency policy that all junior professional officers enter Agency employ through the JOTP.

Comment: ORR would see no objection to the recommended policy for junior professional officer recruitment and initial training if ORR could be appropriately represented in the recruitment planning and selection process for JOT's, and if certain of its suggestions for revamping the JOTP for DD/I nominees were accepted. These suggestions might be along the following lines: the ten-week period for initial instruction at Headquarters and the six-week Operations Familiarization Course to be more condensed; and the major part of the proposed twelve-week course in intelligence production be replaced by on-the-job training. Of course, we would expect the DD/I nominees destined for ORR to have some basic academic training in one or more of the social sciences, preferably with some experience with the tools of research. The recently approved proposal for recruiting college seniors prior to their graduation, facetiously referred to as "ORR's Baccalaureate Program" indicates our hope of obtaining junior professionals of ability by recruitment at the lower grades.

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Page 92 - Recommendation: "(b) The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOIP, should chair the panel."

Comment: We concur with this recommendation in part. We would suggest that if this panel is to represent the line, then it should consist of representatives of the DD/I, DD/S, and DD/P, each of whom would have voting membership. The Chief, JOIP, could chair the panel if desired; however, the representatives from the Offices of Personnel and Training should be advisory only, and non-voting, unless, of course, one of them is designated to represent the DD/S.

Page 92 - Recommendation: "(c) The DTR should give consideration to the feasibility of the use of outstanding public citizens in the panel selection process recommended above."

Comment: We doubt the wisdom of this recommendation. It is unlikely that non-CIA personnel, even outstanding public citizens, can be presumed to know more about Agency business and our requirements for personnel than we in the Agency do.

Page 92 - Recommendation: "(d) The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOIP placement panels."

Comment: We wholeheartedly endorse this recommendation and are of the opinion that its implementation would provide a more realistic approach to the assignment and use of JOT's.

Page 92 - Recommendation: "(e) The DTR together with the Director of Personnel take steps to eliminate prejudices that have arisen which tend to assign second class status to DD/S and DD/I careers."

Comment: This recommendation calls for action which certainly is long overdue, however difficult to attain.

Page 100 - Recommendation: "(1) The DD/I direct that the recruitment and initial training of junior analysts be accomplished through the JOIP; that increased emphasis be placed by the Agency's recruitment facility on the recruitment of JOT's with academic backgrounds suited to DD/I needs; that ORR and other specialists recruitment be phased down as production of JOT's increases and generally limited to senior analysts at the Ph.D. level."

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Comment: We would concur in this recommendation if it were recognized that the types desired by ORR might require greater inducement in the way of salary than many JOT's, and that physical standards and test battery series would need revision. Further, it seems likely, at least for the foreseeable future, that our current recruitment efforts must be continued along with those of the JOTP, in order to meet our personnel requirements. The revised JOT training quotas provide for the assignment of 25 JOT's to the DD/I annually. Based upon our attrition over the past several years, and assuming that ORR could expect to receive about 40 percent of the JOT's recruited for the DD/I area, this would still fall short of our annual needs.

Page 100 - Recommendation: "(2) The DD/I and the DD/P initiate a test program for the rotation of qualified DD/I professionals to the DD/P to serve as reports officers with part of the tour to be spent overseas, DD/P reports officers in turn to rotate to the DD/I for training and experience in the evaluation and use of intelligence reporting."

Comment: ORR, for several years, has been interested in a rotational program between the DD/I and the DD/P. On occasion, we have provided professional personnel qualified for certain DD/P assignments, both at Headquarters and overseas, but the DD/P has not offered professional personnel qualified for an assignment in economic or geographic intelligence research for rotational purposes.

Page 100 - Recommendation: "(3) Advanced external training for analysts be phased somewhat later in the career pattern, perhaps after the fifth year of duty, to permit maximum play of JOTP and other intelligence preparation during the apprenticeship period."

Comment: ORR does not agree that JOTP and other CIA internal training should be relied on exclusively for such an extended period. We feel that necessary external training for any employee should be provided when it is needed, whether this be early or late in his career program.

Page 105 - Recommendation: "(a) The DTR be specifically charged with the responsibility of determining under whose auspices non-ORR training will be conducted and,

"(b) Pertinent Agency regulations be amended accordingly."

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

Comment: We would have no objection to this recommendation if it could be determined conclusively that the desired training and training objectives could be met equally well by OTR, or under OTR auspices. ORR also believes that the DTR, if given this responsibility, should seek and consider fully the recommendations of the substantive Offices, and that this be stated in the proposed Agency regulation.

Page 110 - Recommendation: "DTR review the training records of employees in professional categories who resigned from the Agency during FY 1960, or longer if necessary, to determine if a more definite policy governing external training is required."

Comment: The results of the review suggested here would be of interest to components other than OTR. Before any determination is made for a change in policy governing external training, line officials should be consulted and their views obtained regarding the interpretation of the findings and tentative conclusions.

Page 113 - Recommendation: "(a) The DCI authorize the establishment of senior grade positions for selected Training Officers at the Assistant Director or DD/P Division Chief level with job qualifications designed to ensure the effective performance of proper training functions."

Comment: This recommendation assumes that proper training is something that follows the appointment of training officers. This, unfortunately, is not the case. Unless there are competent line administrators to execute policies and a system of training which produces an improvement in the product, rewards and incentives will not follow.

Page 113 - Recommendation: "(b) The DTR initiate an amendment to R 25-100 which more clearly describes his responsibility to render only advice, guidance and support to the on-the-job training effort."

Comment: We concur in this recommendation.

Pages 140 - 146. The Apprenticeship

Comment: It is difficult to follow precisely what is intended in this section of the Survey. It would seem to mean an initial training period in the Agency of well over a year for DD/I types. The six-months "simulated" training, no matter how carefully organized, would not in our estimation be as beneficial as a "live" six months on the job. If there were time to spare and the work of each of the major

SUBJECT: Inspector General's Survey of the CIA Training Program, August 1960

components were to be simulated for each trainee, there would undoubtedly be some useable benefits from such training. From the point of view of the intelligence production components, the "specialized skills" training would be more of the same. In ORR the "on-the-job training" is carried on in close association with or as part of "live" work. Appropriate language training is instituted almost immediately where needed, and after-hours post graduate academic courses are recommended and encouraged soon after the employee comes on board. We feel that the more extended the training period, the greater will be the number of dropouts and resignations. This has been true of industrial trainee programs and could also be true of the Agency's programs if they were to extend over the period suggested in the Apprenticeship Section of this Survey.

Page 149 - Recommendation: "The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level in order to prepare them for broader responsibilities particularly in the field of command, to refresh their motivation in the intelligence service and to broaden their understanding of the interrelationship of Agency functions."


Comment: We concur in this recommendation. Such a course could be useful and could pay dividends in providing a current and fresh outlook for GS-12 and -13 level personnel.

Page 154 - Recommendation: The DCI authorize and direct that a senior officer program be established to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U.S. Government generally in keeping with the outline described above."

Comment: There is much appeal in this recommendation, and we believe that forward planning for a senior officer program should be pursued. At the same time, we agree that the concept of an Intelligence Staff College is something to think about for the future. Now there are many other more pressing training problems facing the Agency.

SUBJECT: Inspector General's Survey of the CIA Training
Program, August 1960

As can be seen from our general comments as well as those relating to the recommendations, we are in disagreement with the general thrust of the Survey's recruitment and training program because of its lack of responsiveness to what we consider to be timely and appropriately selective training, and recruitment, for those upcoming professionals who will be required to undertake research in depth in ~~ORR~~.

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Research and Reports